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ABSTRACT

The Human Resource Management Course Monographs provide descriptions of training courses for graduate students and manpower practitioners, including treatment of some of the major functions of manpower programs. Manpower Project Monitoring and Program Evaluation is designed to introduce the student to the principles, techniques and limitations of the monitoring and evaluation process. The course also provides the students with "hands-on" experience in designing a model manpower monitoring and evaluation system for a particular organization. Monitoring essentially involves the determination of whether or not a project is doing what it said it was going to do. Evaluation involves the analysis of the effectiveness of a particular project or program component in achieving its stated objectives. (Author)

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MANPOWER PROJECT MONITORING AND PROGRAM EVALUATION

A Human Resource Management Course Monograph

No. 1 in a Series

By: Myron D. Fottler and Joseph A. Raelin

Human Resources Institute
The School of Management
State University of New York
at Buffalo
Buffalo, New York 14214

November 1975

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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MANPOWER PROJECT MONITORING AND PROGRAM EVALUATION

A Human Resource Management Course Monograph

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ABSTRACT

The Human Resource Management Course Monographs provide descriptions of training courses for graduate students and manpower practitioners, including treatment of some of the major functions of manpower programs. Manpower Project Monitoring and Program Evaluation is designed to introduce the student to the principles, techniques, and limitations of the monitoring and evaluation process. The course also provides the students with "hands-on" experience in designing a model manpower monitoring and evaluation system for a particular organization. Monitoring essentially involves the determination of whether or not a project is doing what it said it was going to do. Evaluation involves the analysis of the effectiveness of a particular project or program component in achieving its stated objectives.

TABLE OF CONTENTS

	Page
PREFACE	1
I. INTRODUCTION	
A. Description of Human Resources Management Curriculum	2
B. Statement of Course Purpose	3
II. MODEL OF COURSE STRUCTURE	
A. Course Goals	4
B. Course Content	4
C. Overview of Instructional Strategies	5
D. Assessment System	5
III. DESCRIPTION OF INSTRUCTIONAL MODULES	
A. Module 1: Overview of Manpower Policy	6
B. Module 2: Federal Manpower Programs	7
C. Module 3: Introduction to Monitoring and Evaluation Research	8
D. Module 4: Project Monitoring	9
E. Module 5: Program Evaluation	11
F. Module 6: Design of a Model Manpower Project Monitoring and Program Evaluation System	12
IV. CONCLUSION	
A. Evaluation	14
B. Recommendations	14
APPENDICES	
Appendix A: Course Syllabus	
Appendix B: Additional References Not Covered in the Course	
Appendix C: Human Resources Management Option Curriculum	
Appendix D: Case Study	
Appendix E: List of Guest Speakers	
Appendix F: Course Evaluation Forms	

PREFACE

As Director of the Human Resources Institute (HRI) in the School of Management of the State University of New York at Buffalo (SUNYAB), it is a pleasure for me to announce the inauguration of the Human Resource Course Monograph Series. The Human Resources Institute is an interdisciplinary teaching and research unit which has been funded under a grant from the Department of Labor to establish and offer a human resources curriculum to degree seeking students as well as manpower practitioners employed throughout Region II of the United States (New York, New Jersey, Puerto Rico and the Virgin Islands).

As part of its mandate under the Manpower Institutional Grant from the Department of Labor, the HRI has developed six new credit bearing human resources courses and has revised several others. These courses are offered during the evening and are tailored to meet the educational needs of manpower-human resource practitioners as well as students intending to enter the human resources field.

The objective of this monograph is to share with other faculty in the human resources development field the learning objectives, course structure, instructional strategies, general content and related information pertinent to specific manpower courses. In this way, instructors of similar or related courses will hopefully benefit from the experiences derived by HRI faculty in the formulation and implementation of these courses in a non-traditional educational environment.

The initial course monograph, written by two experienced instructors in the human resources field, outlines the components of a manpower monitoring and evaluation curriculum. This subject was specifically selected as part of the Institute's course sequence because of the expressed need of administrators operating under decentralized special manpower revenue sharing grants to determine the nature and quality of performance of the programs provided under their jurisdiction. Manpower Project Monitoring and Program Evaluation was designed, therefore, to teach current and potential manpower staff not only how to assess whether particular programs were meeting their specified objectives but also to ascertain the cost-effectiveness of the program in fulfilling its intended purpose.

I congratulate Myron Fottler and Joseph Raelin on the production of a concise, well written monograph and hope that its readers will benefit from the ideas and information they provide in the following pages.

Dr. Thomas G. Gutteridge
Director
Human Resources Institute

I. INTRODUCTION

A. Description of Human Resources Management Curriculum

The Human Resources Management Option is a major component of the MBA program at the School of Management, State University of New York at Buffalo (See Figure 1). The School has offered a wide range of courses, over the years, encompassing a variety of management subdisciplines.

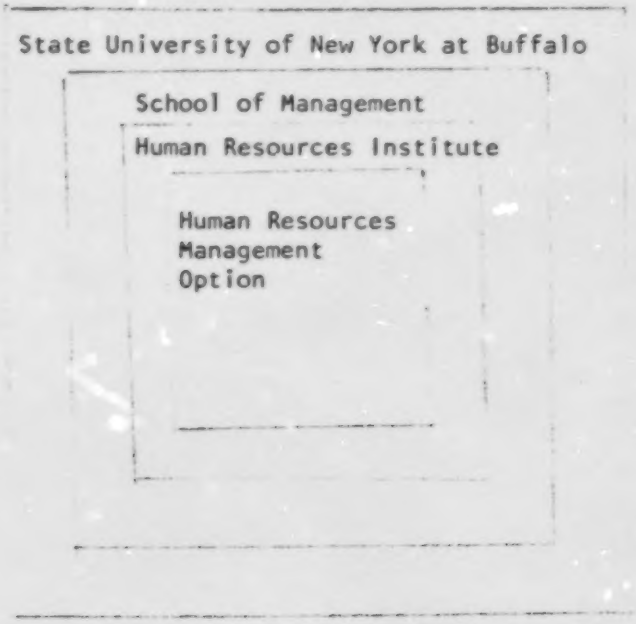

Figure 1.

Location of Human Resources Option
within the SUNYAB System

Recently, however, many faculty members have become increasingly aware that the field of human resources management and manpower development is experiencing a dramatic transformation. Recent course offerings have reflected this awareness. On September 1, 1974, a new elective option in Human Resources

Management was added to the MBA curriculum. The primary objective of this program is to provide students with a broad management education as well as with the theoretical and practical skills required to assume a career role in the applied human resources field.

Those students electing the HRM Option generally spend four academic semesters in residence and, in addition to the basic MBA core, complete a prescribed sequence of four courses in the human resources area (See Appendix C). While not a required part of the program, HRM students are encouraged to obtain on-site project experience in the manpower-human resource departments of selected organizations by means of one semester paid employment traineeships, credit bearing internships, or independent study projects. In addition, as part of the HRM Option, students must select two human resources management electives and two general electives. The Manpower Project Monitoring and Program Evaluation course, (MGI 696), described herein, qualifies as an HRM elective (See Appendix A).

B. Statement of Course Purpose

Manpower Project Monitoring and Program Evaluation provides an introduction to the monitoring and evaluation of manpower programs. It is designed to prepare students not only to monitor and evaluate existing manpower programs, but also to develop prototype monitoring and evaluation systems. Students learn theories, techniques, applications, and limitations of various approaches to monitoring and evaluation.

II. MODEL OF COURSE STRUCTURE

A. Course Goals

1. To prepare the student to:
   a. Develop an understanding of the origin, development, and current status of manpower programs in the U. S., including the purposes and achievements of prior categorical manpower programs as well as the more recent CETA legislation.
   b. Develop an understanding of the role of monitoring and evaluation in the total context of manpower program development.
   c. Develop an understanding of the research framework and various techniques of monitoring and evaluation, including both economic and non-economic approaches.
   d. Design and implement a monitoring and evaluation system for a specific organization.
2. To provide the above applications for both manpower program practitioners and graduate students.

B. Course Content

1. An Overview of Manpower Policy, Past and Present
2. Federal Manpower Programs and Previous Evaluation Efforts
3. An Introduction to Monitoring and Evaluation Research
4. Project Monitoring
5. Program Evaluation
6. Design of a Model Manpower Project Monitoring and Program Evaluation System

C. Overview of Instructional Strategies

1. During the course, short lectures and demonstrations were used by the instructors to introduce cognitive material. The class discussions of the material were based upon the readings assigned for the particular week as well as upon the instructors' presentations.
2. Three instructors with different experiential and academic backgrounds alternated presentation of the material. The diversified perspective of the instructors was supplemented by guest speakers (See Appendix E).
3. A wide variety of student backgrounds contributed to the richness of class interactions. Most of the class membership consisted of manpower practitioners from city and county governments and from community-based agencies. In addition to manpower practitioners, the class consisted of graduate students, including three Ph. D. candidates, and three MBA candidates, all from the School of Management.
5. A case exercise was given to the class in order to provide practice in formulating objectives and developing monitoring and evaluation criteria (See Appendix D).
6. Students were required to submit an original monitoring and evaluation design system for their own organization (in the case of practitioners) or for a model organization (in the case of graduate students).

D. Assessment System

1. An interim assessment was done halfway through the semester to determine student attitudes toward the course (See Appendix F).
2. A final assessment was completed during the last week of class (See Appendix F).

III. DESCRIPTION OF INSTRUCTIONAL MODULES

To insure mastery of course content, six instructional modules were designed to integrate major topical areas and insure competence attainment. The course consisted of 14 three-hour classroom sessions during the Spring term, 1975. The modules were delivered as follows:

Module No.	Title	No. of Class Sessions
1	"Overview of Manpower Policy"	2
2	"Federal Manpower Programs"	2
3	"Introduction to Monitoring and Evaluation Research"	2
4	"Project Monitoring"	2
5	"Program Evaluation"	3
6	"Design of Model Monitoring and Evaluation System"	3

A. Module 1 - "Overview of Manpower Policy"

Rationale: The purpose of this module was to familiarize the student with the development of U. S. manpower policy, the provisions of the Comprehensive Employment and Training Act of 1973 (CETA), and current issues in comprehensive manpower policy.

Instructional Content:

1. Reasons for development of categorical federal manpower programs
2. Previous legislation and programs
   a) Employment Act of 1946
   b) Area Redevelopment Act
   c) Manpower Development and Training Act
   d) Vocational Education Act of 1963
   e) Economic Opportunity Act and some selected Poverty Programs - Job Corps, Neighborhood Youth Corps, New Careers
   f) Cooperative Area Manpower Planning System (CAMPS)
   g) Concentrated Employment Program (CEP)

h) Emergency Employment Act of 1971

3. Problems with categorical programs

4. CETA - description and discussion of all titles

5. Rights and responsibilities of all parties under CETA

6. Comprehensive manpower policy issues

a) potential clients for manpower services

b) potential services of manpower programs

c) interorganizational actors involved in manpower delivery systems

d) relationship between economic policy and manpower policy

e) issues in the debate regarding the utility of macro-manpower policy

7. Guest Speaker: "CETA and Municipal Employee Labor Unions" (Mr. Joseph Rizzo)

B. Module 2 - "Federal Manpower Programs"

Rationale: The purpose of this module was to familiarize the student with previous evaluation efforts of federally-sponsored categorical manpower programs.

Instructional Content:

1. Evaluations of:

a) The Manpower Development and Training Act

b) Public Employment Program

c) Concentrated Employment Program

d) Work Incentive Program

e) Day Care for Welfare Families

f) Job Bank

g) Project J. E. T. (Jobs, Education, and Training)

2. Summary - overall evaluation result of categorical programs

C. Module 3 - "Introduction to Monitoring and Evaluation Research"

Rationale: The purpose of this module was to familiarize the student with the basic principles of the research process and to demonstrate the significance of evaluation as a vital link in that process.

Instructional Content:

1. Definition or research - basic, applied and policy
2. Theory building and hypothesis-testing
3. Principal ideas undergirding research
   a. "Concepts" - what are they?
      1) Defined as abstractions or perspectives brought to bear on reality
      2) Types of concepts
      3) Concepts in manpower evaluation
   b. Indicators or measures
   c. Indices
   d. Reliability
   e. Validity
4. The scientific method and its relevance to evaluation research
   a. Dewey's four stages:
      1) problem, obstacle, idea
      2) formation of hypothesis (conjectural statement)
      3) reasoning, deduction
      4) observation, testing, experiment
   b. Feedback as a fifth stage, creating a loop à la systems theory
   c. Examples of use of scientific method in preparing manpower evaluation designs

5. Definitions of evaluation
   a. Distinction between evaluation and evaluative research
   b. The role of evaluation in the planning process
6. The six steps of the evaluation process (ref. Suchman)
   a. value formation
   b. goal setting
   c. goal measuring (criteria)
   d. identifying goal activity (program planning)
   e. putting goal activity into operation (program operation)
   f. assessing the effect of goal operation (program evaluation)
7. Guest Speaker: "Current Status of Evaluation Under CETA" (Mr. Charles Atkinson)

D. Module 4 - "Project Monitoring"

Rationale: The purpose of this module was to provide the student with a more in-depth background in project monitoring.

Instructional Content:

1. Distinctions between monitoring and evaluation
   a. short-run vs. long-run
   b. efficiency vs. effectiveness
   c. process vs. impact
2. Kinds of measures used in monitoring and evaluation
   a. input measures
   b. process measures
   c. output measures
   d. benefit measures

3. Definitions of monitoring
    a. comparison of actual accomplishments with planned accomplishments
    b. comparison of actual costs with planned costs
    c. tolerance or variance limits
4. Desk review monitoring
    a. uses
    b. data available
5. On-site monitoring
    a. uses
    b. management by exception
    c. data generation
        1) the interview
            a) description; advantages and disadvantages
            b) methodological issues
            c) types
                1. structured-standardized
                2. unstructured-unstandardized
        2) interview schedules and questionnaires
            a) description; advantages and disadvantages
            b) methodological issues
            c) types
                1. fixed-alternative items
                2. open-end items
                3. scale items
        3) observation
            a) description; advantages and disadvantages
            b) methodological issues
            c) types

6. Guest speaker: "Monitoring and Evaluation Efforts at the State Level" (Mr. Jack Curtin)

E. Module 5 - "Program Evaluation"

Rationale: The purpose of this module was to provide the student with an in-depth knowledge of manpower program evaluation.

Instructional Content:

1. Reasons for evaluation - personal and organizational
2. Preparation of an evaluation research design
   a. Components
      1) assessment of needs
      2) identifications of program to meet needs
      3) goals, defined in objective terms; key question - "Who, will do what, when, under what conditions, to what extent, and how will it be measured?"
      4) data collection
      5) analysis; i.e. statistical techniques
      6) findings
      7) recommendations
   b. Types
      1) one-shot case study
      2) one-group, pre-test, post-test design
      3) static group comparison
      4) pre-test, post-test control group design
      5) Solomon four-group design
3. Definition of beneficiaries of particular manpower programs
4. Setting realistic objectives for different beneficiaries

5. Types of evaluation methodologies, limitations, and examples
   a. cost-effectiveness analysis
   b. relative effectiveness analysis
   c. cost-benefit analysis
   d. internal rate of return analysis
6. Evaluation strategies
   a. process evaluation
   b. output evaluation
   c. impact evaluation
7. The political dimensions of evaluation
8. Case exercise (See Appendix D)
9. Guest speaker: "Approaches to Manpower Program Evaluation" (Mr. Allan Skvirsky)

F. Module 6 - "Design of a Model Manpower Project Monitoring and Program Evaluation System"

Rationale: The purpose of this module was to provide the student with an opportunity to apply classroom applications in the preparation of an independent project and to practice making an oral presentation, including the assimilation of constructive critiques.

Instructional Content:

Each student, either individually or as part of a group, developed and presented to the rest of the class a design of a monitoring and evaluation system for his own organization. In the case of the practitioner, the system applied to his own organization. In the case of the graduate student, a general model or a design for some designated organization was developed. Among the projects

completed were the following:

1. "Manpower Monitoring and Evaluation of the Ford Foremen Training Program"

2. "Manpower Program Monitoring and Evaluation System for the City of Buffalo"

3. "Monitoring and Evaluation in the Comprehensive Community Counseling and Referral Services"

4. "Manpower Planning and Evaluation in a Developing Economy - The Case of Nigeria"

5. "A Model Manpower Evaluation System"

6. "An Evaluation System for the Affirmative Action Program at the West Seneca State School"

IV. CONCLUSION

A. Evaluation

Student performance was evaluated on the basis of the monitoring and evaluation system developed as well as on class participation. Grades were issued, at the student's option, on either a "letter" or "satisfactory-unsatisfactory" basis. Students completing unacceptable projects received a grade of "incomplete." The course and the instructors were evaluated by means of a questionnaire completed during the final week of class (See Appendix F).

B. Recommendations

The following recommendations and observations are made on the basis of the student responses to the course evaluations and a consensus of views reached by the instructors with regard to the workability of this pilot format.

1. A semester-long course may not be the most appropriate format in which to provide manpower program practitioners with continuing education or training. The pressures of the job are such that many practitioners are simply too exhausted to participate effectively in a 2 1/2 hour class held immediately after work. In many cases, these same class members choose not to attend classes because of fatigue or, occasionally, because of commitments to attend evening work activities, such as committee meetings. Though the reasons for absences are most often legitimated, the problem is sufficient to hinder course continuity.

An alternative format may be to provide modules of selected topics from the above curriculum on either a weekend or intensive week-long basis. The Human Resources Institute is currently pursuing such an alternative on the basis of an educational needs assessment, which essentially concurred with the above recommendation.

2. The motivation of prime sponsor practitioners to take courses in such highly technical skills as monitoring and evaluation must be questioned at the present time on two principal counts. First, at the project level there appears to be little incentive to conduct sophisticated evaluation analyses, at least at this early stage of state and local administration of manpower programs. Moreover, the federal regional office, in its monitoring capacity, has not been insisting on highly technical and qualitative analyses, which form the subject matter of courses such as the one described here. Secondly, it is also apparent, at this early stage, that in some areas political factors compete with "scientific" or research indicators in planning and evaluating the objectives of comprehensive manpower programs. Therefore, in such cases, evaluation efforts may not receive sufficient backing from high-level program administrators involved in the day-to-day politics of public administration.

Persistence of either factor cited above can produce little incentive, economic or non-economic, to encourage staff education and training in monitoring and evaluation.

3. Although mixing degree-seeking students and practitioners in a course such a as this one may be a desirable strategy, particularly in providing opportunities for educational diversification and exchange, there are some limitations that ought to be brought to the attention of potential instructors. As was indicated in an earlier recommendation, practitioner attendance will most likely be inferior to that of the students. In addition, practitioners, by virtue of their work responsibilities, are more interested in practical applications of the curriculum, whereas students are more willing to consider conceptual material. Finally, practitioners can be expected to devote less time to outside homework assignments than full-time students. These limitations, however, need not thwart efforts at "mixing" as long as the instructor is aware of them and is prepared to

adjust his teaching strategy to accomodate the diverse interests without sacrificing a concern for academic excellence or intellectual integrity.

a. Where practitioners and students are mixed, team teaching by instructors with different backgrounds (academic and practical) appears to be an appropriate strategy.

b. Where practitioners and students are mixed, efforts should be made to provide a course location convenient to both parties. A selection of a location close to a work site would probably increase practitioner attendance.

4. With an audience sophisticated in the sense of having knowledge or experience in manpower policy, Modules 1 and 2 may be deleted in courses in monitoring and evaluation, particularly if the course objectives include solely a presentation of essential technical issues. However, such a deletion risks the loss of establishing a conceptual foundation and of integrating the introductory knowledge base of the students.

5. There is considerable confusion in the terminology of monitoring and evaluation. Students should be made aware of this fact as early as possible in the course and an effort should be made by the instructors to establish common definitions for the major concepts utilized in class discussions. It would be useful, in this context, for the Manpower Administration's Office of Evaluation to provide some standardized definitions for evaluation terminology used in the manpower field.

APPENDIX A

COURSE SYLLABUS

MANPOWER PROJECT MONITORING AND PROGRAM EVALUATION (MGI 696)

Spring Semester 1975

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School of Management
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School of Management
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Buffalo, New York 14214

Professor Edward Cole
Director
Mental Health Manpower and Training, Inc.
260 Elmwood Avenue
Buffalo, New York 14222

Class Sessions: Tuesday evenings 5:00-8:00 P.M.

Required References:

(1) Michael E. Borus and William R. Tash, Measuring the Impact of Manpower Programs: A Primer (Ann Arbor, Michigan: Institute of Labor and Industrial Relations, The University of Michigan-Wayne State University, 1970). [B & T]

(2) Garth L. Mangum and John Walsh, A Decade of Manpower Development and Training (Salt Lake City, Utah: Olympus Publishing Company, 1973). [M & W]

(3) National League for Cities - U.S. Conference of Mayors, Focus on Manpower Planning: Monitoring and Evaluation (Washington, D. C., 1973) [NLFC]

(4) Edward A. Suchman, Evaluative Research: Principles and Practice in Public Service and Social Action Programs (New York: Russell Sage Foundation, 1967) [S]

(5) U.S. Department of Labor, Manpower Administration, Comprehensive Employment and Training Act of 1973: Program Assessment Guide (Washington: 1974) [PAG]

Optional References:

(1) Michael E. Borus, ed. Evaluating the Impact of Manpower Programs (Lexington, Mass.: D. C. Heath and Co., 1972) [B]

(2) U.S. President, Manpower Report of the President (Washington, D. C.: U.S. Government Printing Office, 1974) [MR]

Course Objective: To help students design a monitoring and evaluation system for their own organization.

Course Requirement: A model monitoring and evaluation system for each agency represented in the class will be required. Students may submit individual or group reports. To the extent that time allows these reports will be discussed in class.

COURSE OUTLINE*

I. An Overview of Manpower Policy (2 weeks)

The purpose of this section is to familiarize the student with the background and development of U.S. manpower policy, the objectives of manpower programs, and the provisions of the Comprehensive Employment and Training Act of 1973 (CETA).

"The Employment and Unemployment Record," MR, pp. 13-36. (O)
"The New Geography of Employment: Migration and the American Worker," MR, pp. 69-102. (O)
"Changing Patterns of Occupational Opportunity," MR, pp. 103-130. (O)
"Manpower Programs: A New Role for States and Localities," 1973 MR, pp. 31-56. (O)
"Manpower Programs: Moving Toward Decentralization," MR, pp. 37-68. (R)
"Comprehensive Employment and Training Act of 1973," MR, pp. 193-242. (R)
Robert Guttman, "Intergovernmental Relations Under the New Manpower Act," Monthly Labor Review, June 1973, pp. 10-16. (R)
"The MDTA Program in Retrospect," M & W, pp. 5-16. (R)
Michael J. Piore, "On the Job Training in the Dual Labor Market: Public and Private Responsibilities in on-the-job Training of Disadvantaged Workers," in Arnold R. Weber, ed. Public-Private Manpower Policies (Madison, Wisconsin: Industrial Relations Research Association, 1969), pp. 101-132. (O)
Garth L. Mangum, "Manpower Research and Manpower Policy," in Benjamin Aaron, et. al., editors A Review of Industrial Relations Research, Vol. II, (Madison, Wisconsin: Industrial Relations Research Association, 1971), pp. 61-124. (O)
Edward B. Jakubauskas and Neil Palomba, "The Emergence of Manpower Policy," in Manpower Economics (Reading, Mass.: Addison-Wesley Publishing Co., 1973), pp. 203-224. (R)

II. Federal Manpower Programs (2 weeks)

A. Manpower Development and Training Act

Mangum and Walsh, pp. 17-144. (R)
Elnar Hardin and Michael E. Borus, "Benefits and Costs of MDTA-ARA Retraining," Industrial Relations, May 1972, p. 6. (O)
Earl D. Main, "A Nationwide Evaluation of MDTA Institutional Job Training," Journal of Human Resources, Spring 1968, pp. 159-170. (O)

"Report on Education and Training Under MDTA," MR, pp. 159-180. (O)

B. Public Employment Program

"Report on the Public Employment Program, MR, pp. 145-158. (R)

C. Concentrated Employment Program

Morgan V. Lewis and Elchanan Cohn, "Recruiting and Retraining Participants in a Manpower Program," Industrial and Labor Relations Review, January 1973, pp. 342-350. (R)

*R = required, O = optional

D. Work Incentive Program

"WIN II: A Progress Report," MR, pp. 131-144. (R)

E. Day Care for Welfare Families

Ralph D. Husby, "Day Care for Families on Public Assistance: Workfare Versus Welfare," Industrial and Labor Relations Review, July 1973, pp. 503-510 (R)

F. Job Bank

Joseph C. Ullman and George P. Huber, "Are Job Banks Improving the Labor Market Information System?," Industrial and Labor Relations Review, January 1974, pp. 171-185. (R)

G. Project J.E.T.

David B. Lipsky, John E. Drotning, and Myron D. Fottler, "Some Correlates of Trainee Success in a Coupled OJT Project," Quarterly Review of Economics and Business, Summer 1971, pp. 41-61. (R)

Myron D. Fottler, John E. Drotning, and David B. Lipsky, "Reasons for Employer Non-Participation in Manpower Programs for the Disadvantaged," Labor Law Journal, November 1971, pp. 703-712. (O)

John E. Drotning, David B. Lipsky, and Myron D. Fottler, "Union Leader Attitudes Toward Significant Aspects of Job Training Programs for the Disadvantaged," Labor Law Journal, January 1972, pp. 13-24. (O)

John E. Drotning, David B. Lipsky, Howard Foster, and Myron D. Fottler, "Worker Attitudes Toward Black Hard Core Trainees," Journal of Economics and Business, Fall 1972, pp. 26-31. (O)

David B. Lipsky, "The Role of the Employer in Hard Core Trainee Success, Industrial Relations, May 1973, pp. 125-136. (O)

Myron D. Fottler, "Employer Size and Success in Manpower Training Programs for the Disadvantaged," Relations Industrielles; Industrial Relations, December, 1974, pp. 685-708. (R)

III. An Introduction to Manpower Program Monitoring and Evaluation
(2 weeks)

The purpose of this section is to familiarize the student with scientific approaches to manpower program monitoring and evaluation and the problems associated with each approach. A discussion of proposal evaluation will also occur.

Suchman, Evaluative Research, pp. 1-179. (R)

Borus and Tash, Measuring the Impact of Manpower Programs, pp. 1-81. (R)

National League for Cities, Focus on Manpower Planning, pp. 1-23. (R)

Glen G. Cain and Robinson G. Hollister, "The Methodology of Evaluating Social Action Programs," in Arnold R. Weber, ed. Public-Private Manpower Policies (Madison, Wisconsin: Industrial Relations Research Association, 1969), pp. 5-33. (R)

"Introduction to Program Assessment," PAG, pp. 1-1 - 1-9. (O)

Michael E. Borus and Charles G. Buntz, "Problems and Issues in the Evaluation of Manpower Programs," Industrial and Labor Relations Review, January 1972, pp. 235-245. (R)

IV. Project Monitoring (1 week)

The purpose of this section is to provide the student with a more detailed and in-depth background in project monitoring.

"Monitoring" in MLFC, pp. 24-37 and Appendices C and D, pp. 102-116. (R)
"Establish Program Objectives," PAG, pp. II-1 - II-4. (R)
Myron Roomkin, Setting Performance Objectives Under CETA, (Planning and Evaluation Committee, Governors Advisory Council on Manpower, State of Illinois, June 1974), pp. 1-30. (O)

V. Program Evaluation (3 weeks)

The purpose of this section is to provide the student with an in-depth knowledge of manpower program evaluation.

"Evaluation," in MLFC, pp. 37-90 and Appendices A, B, E, F, and G, pp. 91-101 and 117-162. (R)
Program Assessment Guide, pp. III - V-5. (R)
John W. Scanlon, et. al., "An Evaluation System to Support a Decentralized Comprehensive Manpower Program," in Borus, pp. 27-38. (R)
Articles by Barth, Bryant and Hansen, and Hardin in Borus, pp. 3-12, 21-26, 59-68. (O)
David H. Greenberg," Employing the Training Program Enrollee: An Analysis of Employer Personnel Records," Industrial and Labor Relations Review, July 1971, pp. 554-571. (O)
Edward B. Jakubauskas and Neil A. Palomba, "Evaluating Manpower Programs," Manpower Economics, pp. 225-241. (R)
Roomkin, op.cit., pp. 30-51. (O)

VI. Special Problems in Manpower Program Evaluation (1 week)

The purpose of this section is to provide the student with more depth and detail concerning certain specific problems or issues in evaluation.

A. Sources of Data

Articles by Fischer, Koenig, Parnes and Shea, Heller and Kelley in Borus, pp. 177-212. (O)

B. Designing Survey Instruments

Articles by Argana, Sheppard, Barnes, Homans, and Lewis in Borus, pp. 79-92, 145-174. (O)

C. Measuring Non-Economic Impacts

Articles by Kasl, Somers and Stormsdorfer, McDonnell, Mangum and Robson, Rosen, and Hamermesh in Borus, pp. 95-142, 215-256. (O)

VII. Design of a Model Manpower Program Monitoring and Evaluation System (3 weeks)

These sessions will be used to help students to develop a monitoring and

evaluation system for their own organization. Students may work as individuals and in groups and will be encouraged to discuss their problems in developing such a system with their classmates as well as the instructors. Some time during these sessions might also be used to discuss proposal evaluation. A case study of one proposal in process could be presented to the class for critical evaluation. Students will also be encouraged to present their own monitoring and evaluation proposals to the class for critical evaluation.

APPENDIX B

ADDITIONAL REFERENCES NOT COVERED IN THE COURSE

ADDITIONAL REFERENCES

Bateman, Worth. "An Application of Cost-Benefit Analysis to the Work-Experience Program." American Economic Review, Vol. 57, May 1967, pp. 80-90.

"Assessing Program Effectiveness." Welfare in Review, Vol. 6, Jan.-Feb. 1968, pp. 1-10.

Borus, Michael E. "A Benefit-Cost Analysis of the Economic Effectiveness of Retraining the Unemployed." Yale Economic Essays, Vol. 4, 1964, pp. 371-429.

Cain, Glen G. and D. Hollister Robinson. "The Methodology of Evaluating Social Action Programs." Public-Private Manpower Policies, Industrial Relations Research Association, Madison, Wisconsin, 1969, pp. 5-34.

Goldfarb, Robert. "The Evaluation of Government Programs." Yale Economic Essays, Vol. 9, Fall 1969, pp. 58-106.

Hamermesh, Daniel S. Manpower Policy and the Economy. New York: General Learning Press, 1971.

Hamermesh, Daniel & Robert Goldfarb. "Manpower Programs in a Local Labor Market: a Theoretical Note." American Economic Review, Vol. 60, September 1970, pp. 706-709.

Jacobs, Irene. "Manpower Training and Benefit-Cost Analysis." Manpower, Vol. 5, March 1973, pp. 28-30.

Levine, Abraham, S. "Evaluation Program Effectiveness and Efficiency--Rationale and Description of Research in Progress." Welfare in Review, Vol. 5, Feb. 1967, pp. 1-11.

Lyden, F. J. and K. Lee Lawrence. "Evaluating Program Change." Social Work, Vol. 18, March 1973, pp. 87-94.

Main, Earl. D. A Nationwide Evaluation of MDTA Institutional Job Training Programs. Report No. 118, National Opinion Research Center, Chicago: University of Chicago Press, October 1966.

Mangum, Garth L. and David Snedeker. "The Realities of Manpower Planning." Manpower, Vol. 6, August 1974, pp. 3-7.

Marshall, Patricia. "Paving the Way for Local Control." Manpower, Vol. 6, April 1974, pp. 2-9.

"Building a Manpower Partnership." Manpower, Vol. 6, April 1974, pp. 11-15.

Sawyer, James. "Lessons for Prime Sponsors." Manpower, Vol. 6, April, 1974, pp. 17-24.

Sewell, David O. "Critique of Cost-Benefit Analyses of Training." Monthly Labor Review, Vol. 90, Sept. 1967, pp. 45-54.

Scanlon, John W., et al. An Evaluation System to Support Planning, Allocation, and Control in a Decentralized, Comprehensive Manpower Program. Washington, D.C.: The Urban Institute, 1971.

Somers, Gerald G. Federal Manpower Poiicies. Industrial Relations Research Institute, Prentice-Hall of Canada, 1971.

Somers, Gerald G. and W. D. Wood, (eds.) Cost-Benefit Analysis of Manpower Policies. Kingston, Ontario: Industrial Relations Centre, Queen's University, 1969.

U. S. Department of Labor, Manpower Administration, Office of Policy, Evaluation Research. Evaluation of Manpower Programs at State and Local Levels: A Guide for Manpower Revenue Sharing Grantees. Washington, D.C.: U. S. Department of Labor, June 1973. (mimeographed draft).

Weisbord, Burton A. "Conceptual Issues in Evaluating Training Programs." Monthly Labor Review, Vol. 89, October 1966, pp. 1091-1097.

Wetzel, J. R. and M. Ziegler. "Measuring Unemployment in States and Local Areas." Monthly Labor Review, Vol. 97, June 1974, pp. 40-46.

Wholey, Joseph S., J. W. Scanlon, H. G. Duffy, J. S. Fukumolo, and L. M. Vogt. Federal Evaluation Policy. Washington, D.C.: The Urban Institute, 1970.

Williams, Walter. Social Policy Research and Analysis. New York: American Elsevier Publishing Company, Inc. 1971.

APPENDIX C

HUMAN RESOURCES MANAGEMENT
OPTION CURRICULUM

HUMAN RESOURCES MANAGEMENT OPTION CURRICULUM

BUSINESS TRACK MBA

1st Year

First Semester (Fall)		Second Semester (Spring)	
MGQ 605	Mathematical Analysis for Management	MGQ 606	Probability and Statistics for Management
MGS 601	Introduction to Computers (1.5)	MGI 671	Contemporary Human Resources & Industrial Relations Issues
MGA 604	Financial Accounting	MGF 625	Financial Management
MGE 650	Economic Analysis for Management	MGM 625	Marketing Management
MGB 601	Behavioral & Organizational Concepts of Management I	MGT 617	Public Policy
		MGB 602	Behavioral & Organizational Concepts for Management II (1.5)

2nd Year

Third Semester (Fall)		Fourth Semester (Spring)	
MGS 604	Management Strategy	MGS 605	Operations Management
*MGI 681	Collective Bargaining	*MGB 650	Organization Development Skills
*MGI 780	Manpower Policy & the Development of Human Resources	*MGI 794	Manpower Planning and Administration
*HRM Elective +		*HRM Elective +	
General Elective ++		General Elective ++	

*These are the courses which comprise the HRM option, i.e., a total of six.

+The two HRM electives must be selected from courses offered by the Department of Organization and Human Resources or, upon approval of the option director, an appropriate course from another department in the University.

++It is expected that the two general electives will be used to enroll in a field project such as an internship or to enroll in courses outside the HRM Option. Upon request, however, a student will be allowed to combine an HRM elective and a general elective to complete a six credit internship. Those students involved in an HRM internship will also be required to enroll in MGI 691 (Practicum in Human Resources Management) in order to fulfill the internship requirements.

All courses 3 hours credit unless otherwise noted.

HUMAN RESOURCES MANAGEMENT OPTION CURRICULUM

PUBLIC TRACK MBA

1st Year

First Semester (Fall)

MGQ 605 Mathematical Analysis for Management
MGS 601 Introduction to Computers (1.5)
MGA 604 Financial Accounting
MGE 650 Economic Analysis for Management
MGB 601 Behavioral & Organizational Concepts of Management I

Second Semester (Spring)

MGQ 606 Probability and Statistics for Management
MGI 671 Contemporary Human Resources & Industrial Relations Issues
MGF 625 Financial Management
MGM 625 Marketing Management
MGE 631 Economics of the Public Sector
MGB 602 Behavioral & Organizational Concepts for Management II (1.5)

2nd Year

Third Semester (Fall)

MGT --- Public Policy Formulation
*MGI 621 Personnel & Labor Relations in the Public Sector
*MGI 780 Manpower Policy and the Development of Human Resources
*HRM Elective +
General Elective ++

Fourth Semester (Spring)

MGS --- Strategic & Operations Management in the Public Sector
*MGB 650 Organization Development Skills
*MGI 794 Manpower Planning and Administration
*HRM Elective+
General Elective ++

*These are the courses which comprise the HRM Option, i.e., a total of six.

+The two HRM electives must be selected from courses offered by the Department of Organization and Human Resources or, upon approval of the option director, an appropriate course from another department in the University.

++It is expected that the two general electives will be used to enroll in a field project such as an internship or to enroll in courses outside the HRM Option. Upon request, however, a student will be allowed to combine an HRM elective and a general elective to complete a six credit internship. Those students involved in an HRM internship will also be required to enroll in MGI 691 (Practicum in Human Resources Management) in order to fulfill the internship requirements.

All courses 3 hours credit unless otherwise noted.

APPENDIX D

CASE STUDY

CASE STUDY

FOR MANPOWER PROJECT MONITORING AND PROGRAM EVALUATION

The Shady Hill Human Resource Agency is the manpower planning agency serving as CETA coordinator for the County of Bounty, a designated prime sponsor. Silver Yawn, the directress of Shady Hill, has appointed Stewart Dessmel to head up a task force to prepare a monitoring and evaluation system to be placed into operation at Shady Hill within the next two months. Mr. Dessmel has been given carte blanche by Ms. Yawn to utilize whatever desk data is available within the agency and to create whatever additional measures may be needed to set up the monitoring and evaluation system. The only constraint specified is "administrative feasibility."

Mr. Dessmel decides to start out by taking a close look at the two major training programs subcontracted through Shady Hill, the A-B-C Skills Center and the NAG-BOP programs. The Skills Center offers primarily institutional training at its training complex at the corner of Life and Riley Streets. Its curriculum is composed of instruction in the traditional occupations-such as health sciences, food services, clerical skills, mechanics, construction, machine repair, etc. The NAG-BOP program, on the other hand, is primarily an OJT-type program, operating out of a small office on the other side of town. It sendsapplicants to local companies for on-the-job training experience. Costs are shared with the companies. Also, supportive programs are conducted at the NAG office, whereas at ABC, these programs are conducted directly at the site at Life and Riley.

Mr. Dessmel begins reviewing some of the records. He observes that disaggreggate data are kept according to such broad categories as sex, age, education, race, position in household, size of household, language spoken in home, and welfare status. He also begins to pick out other data of interest. Both programs keep records on pre-program and post-program wages. He also notices that each program has follow-up sample sheets, kept at 6-month intervals. Furthermore, the follow-up sheets divide earnings gain figures into three sub-categories:

1) Increased labor force participation
2) Higher hourly wages
3) Improved employment stability

Prepared by Joseph A. Raelin, Research Associate
Human Resources Institute, School of Management
SUNY - Buffalo, New York 14214

Finally, he also notices that a space is left in each follow-up sheet for separations with accompanying explanation.

Dessmel decides that both programs lack follow-up information relative to promotions received and training-occupation consistency (whether jobs are in the areas trained).

Dessmel also decides that both training centers should maintain attitude studies. Currently, only the NAG-BOP program has an attitude survey. Dessmel is particularly concerned that unsuccessful terminees seek work at least more after the training experience than before. He is worried that such terminees may become more discouraged. Finally, he is also concerned about the drop-out rate in each program and would like to see such a measure introduced into the evaluation design.

Turning to more operational kinds of data, Dessmel checks that both programs conduct outreach and assessment. As for facilities, the Skills Center at Life and Riley is relatively run-down, as is evidenced by their high maintenance costs. On the other hand, NAG shares its office space with the local Employment Service.

Regarding service activities, Dessmel knows that both run educational programs. NAG's program is called "employability training" which attempts to prepare applicants for the world of work and for job search. Teachers belong to the ES staff and are paid for their time working with NAG classes. The ABC Skills Center's educational program is geared more to instruction in Basic Education, for those who are so assessed, as well as to preparatory classes for those interested in taking the GED. Both programs provide supportive services - day care, allowances, transportation, medical-dental-legal services. Finally, both have active job development components. NAG here again purchases service from the Employment Service. ABC maintains its own staff of Job Developers.

As Dessmel sets up his evaluation design, before going on to some of the other programs, he notes that a comparative study should be made between NAG-BOP and ABC Skills Center. However, in his notes, he makes mention that an equitable study be conducted. First, he wants to see ABC's costs adjusted since their overall costs are now, at least as is indicated on the books, over 2 1/2 times more than NAG's. Also, he wonders whether NAG's location in a predominantly Irish middle-class neighborhood, as compared to ABC's in the Puerto Rican district, will account for demonstrable differences in the overall evaluation.

You are a staff aid to Stewart Dessmel. You have just picked up your assignment for the day. Dessmel has written in the assignment memo:

1) Write out for me the major objectives you feel should be in our training programs. Try to keep the list to unweighty proportions.
2) Attach criteria to each objective.
3) Sketch out a few cost-effectiveness or performance rating formulas. If you can't get to it, at least provide me with some reasonable weights that we can use to evaluate the two programs equitably.
4) Give me your opinion of which objectives and criteria are, at this time, administratively and <u>politically</u> feasible to carry out.
5) State your personal views on what other limitations we must contend with as we prepare an evaluation and monitoring system.

APPENDIX E

LIST OF GUEST SPEAKERS

GUEST SPEAKERS:

1. Joseph Rizzo
   President, Local
   American Federation of State, County, and Municipal Employees
   Buffalo, New York

2. Charles Atkinson
   Region II Desk Officer
   Office of Field Direction and Management
   Manpower Administration
   United States Department of Labor
   Washington, D.C.

3. Jack Curtin
   Chief of Manpower Programs
   Manpower Planning Office
   New York State Department of Labor
   Albany, New York

4. Allan Skvirsky
   Director
   Technical Assistance and Training, Inc.
   Washington, D. C.

APPENDIX F

COURSE EVALUATION FORMS

Human Resources Institute
December 10, 1974

MID-SEMESTER COURSE QUESTIONNAIRE

Course: Manpower Project Monitoring and Program Evaluation
Professors: Cole, Fottler, Raelin
Time: Tuesday, 5:30 - 8:00 P.M.

Directions: Please answer the following questions as indicated.

1. Name (optional):

2. Do you plan to take this course for credit?

3. How many classes have you attended?

4. a. When you have attended, what has been your opinion of the presentations? (You may cite specific classes, if you wish.)

   b. In what ways would you recommend that the course be improved?

5. a. If you have not attended certain classes, please give reasons for your absence. (You may again cite specific instances.)

   b. Can you suggest anything which would insure more regular attendance on your part?

6. Any additional comments.

STATE UNIVERSITY OF NEW YORK AT BUFFALO
ANALYSIS OF COURSES AND TEACHING (ACT)

IDENTIFICATION NUMBER

Enter the course identification number given to you by your instructor in the series of five (5) boxes labeled IDENTIFICATION NUMBER. Then, blacken the space in the row next to each digit corresponding to that digit. USE A NO. 2 PENCIL ONLY. Make no stray marks on this answer sheet. Erase completely any answers you decide to change.

This is the only identifying information you will be asked to give. Do not write your name.

Select one response for each item and record that response by blackening in the appropriate space on this sheet.

EXAMPLE:

1. In this course's department, I am a: MAJOR; | NON-MAJOR; UNDECIDED

The student in the example is a NON-MAJOR in the department offering the course.

RESPONDENT INFORMATION (choose the single most accurate answer)

1. In this course's department, I am a: MAJOR; NON-MAJOR; UNDECIDED
2. I am a: FRESHMAN; SOPH; JUNIOR; SENIOR; GRAD AT MASTER'S LEVEL; GRAD AT DOCTORAL LEVEL
3. This course was: REQUIRED; NOT REQUIRED
4. In this course I have worked: VERY HARD ... VERY LITTLE
5. I have attended class in this course: ALWAYS ... NEVER

NOT APPLICABLE

THE INSTRUCTOR:

6. LENIENT ... DEMANDING
7. STIMULATING ... BORING
8. WELL PREPARED ... POORLY PREPARED
9. HARD TO FOLLOW ... EASY TO FOLLOW
10. ACCESSIBLE TO STUDENTS ... INACCESSIBLE TO STUDENTS
11. IS INTOLERANT OF OTHER POINTS OF VIEW ... IS TOLERANT OF OTHER POINTS OF VIEW
12. HAS COMMAND OF SUBJECT ... LACKS COMMAND OF SUBJECT
13. IS CONSIDERATE TOWARD STUDENTS ... IS INCONSIDERATE TOWARD STUDENTS
14. [illegible] ... ILLUSTRATIONS ILLEGIBLE
15. OFTEN MISSES CLASS ... NEVER MISSES CLASS
16. NEVER IS LATE ... OFTEN IS LATE

THE READING MATERIALS (Texts, Outside Readings, etc.):

17. [illegible] ... STIMULATING
18. INTEGRATED WITH CLASS ... NOT INTEGRATED WITH CLASS
19. READING LOAD TOO LIGHT ... READING LOAD TOO HEAVY
20. READINGS TOO DIFFICULT ... READINGS TOO EASY

ASSIGNMENTS (Projects, Papers, etc.):

21. USEFUL TO COURSE ... USELESS TO COURSE
22. UNCLEAR ... CLEAR
23. WELL CRITIQUED ... NO COMMENTS

EXAMINATIONS:

24. FAIR ... UNFAIR
25. LACKED INSTRUCTIONAL VALUE ... HAD INSTRUCTIONAL VALUE
26. REFLECTED IMPORTANT POINTS ... WERE NIT PICKING

(STRONGLY AGREE ... STRONGLY DISAGREE)

27. Course objectives were explained and stated. SA ... SD
28. [illegible] SA ... SD
29. I learned a lot in this course. SA ... SD
30. The [illegible] were educationally relevant. SA ... SD
31. I found this course personally fulfilling. SA ... SD

ADDITIONAL ITEMS TO BE ADDED BY INSTRUCTOR, DEPARTMENT, OR FACULTY:

32. Would you recommend instructor to others? Yes X ... X No
33. Would you recommend course to others? Yes X ... X No
34. Overall, you felt the instructor was: Excellent X ... X Poor
35. Overall, you felt the course was: Excellent X ... X Poor
36. Based on instructor's ability, you would: Promote X ... X Fire